

Executive Summary



April 2015

Diagnostic Analysis for the City of Durham

Opportunities for Evidence-Based Technical Assistance

Preface: OJP Diagnostic Center Confidentiality Policy

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Preface: About This Document

- ▶ This document is part of the technical assistance package provided by the OJP Diagnostic Center in response to a request for assistance from the City of Durham.
- ▶ Through services provided across OJP's many programs, the Diagnostic Center aims to fulfill a nationwide call from the criminal justice community to improve access to information on what works in preventing and controlling crime as well as provide guidance on how to implement data-driven programming. Diagnostic Center services are customized for each community's crime problem.
- ▶ The purpose of this document is to:
 - *Identify and analyze the contributing factors* to the issues identified in the request from Durham.
 - *Recommend evidence- or practice-based solutions and promising practices* that address the contributing factors.
 - *Inform the development of a response strategy*, in close coordination with the requesting community leaders, for implementing the recommended evidence-based solutions.

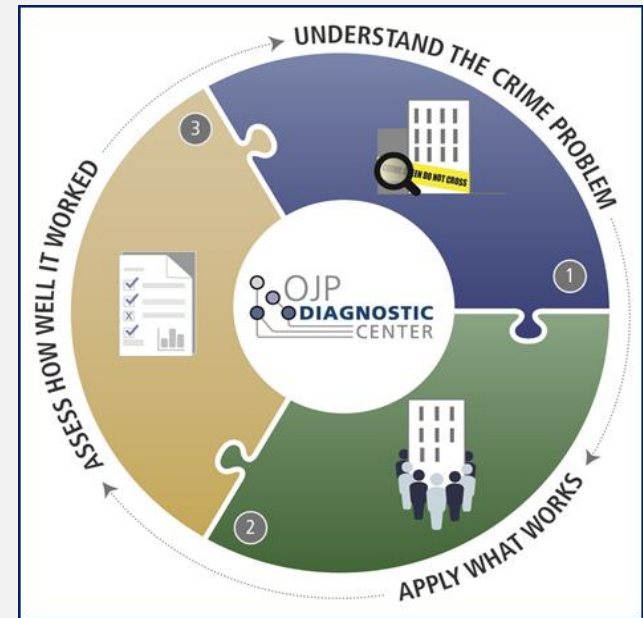


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 - Analysis of Violent Crime Data
 - Crime Mapping
 - Analysis of Stakeholder Interviews
- ▶ Recommendations and Model Practices
- ▶ Training and Technical Assistance Plan



The City of Durham requested assistance in addressing violent crime, gun violence and community-police relations

Durham's goal is to develop strategies that are data-driven and effective in reducing violent crime and gun violence and improving community-police relations.

Priority Area 1: Assess the scope of violent crime, specifically gun violence

- ▶ Analyze violent crime data with emphasis on gun homicides and assaults
- ▶ Review existing methodology used for determining violent crime hot spots
- ▶ Assess existing police responses to violence in relation to place-based and offender-based strategies

Priority Area 2: Assess community-police relations

- ▶ Conduct onsite interviews with criminal justice and community stakeholders
- ▶ Identify strengths, gaps, challenges and recommendations for improvements

Priority Area 3: Expand capacity for data- driven decision-making

- ▶ Review processes and practices of the Violent Crime Reduction Roundtable (VCRR), a forum for local gun violence reduction efforts
- ▶ Develop recommendations for addressing violent crime, gun violence and community-police relations
- ▶ Assist Durham with implementing recommendations and assessing engagement outcomes



The City's request was instigated by recent increases in homicides and aggravated assaults, even as overall crime decreased

- ▶ While violent crime in Durham decreased in the last decade, homicides increased substantially in the last three years
- ▶ The City established a Violent Crime Reduction Roundtable in 2012 that brings together city and county officials to enhance current efforts to reduce gun violence in Durham
- ▶ The City seeks technical assistance to:
 - Assess the extent and scope of violent and gun-related crimes to develop data-driven response strategies
 - Build capacity for criminal justice stakeholders to leverage data to inform strategies
 - Enhance community-police relations by improving public trust

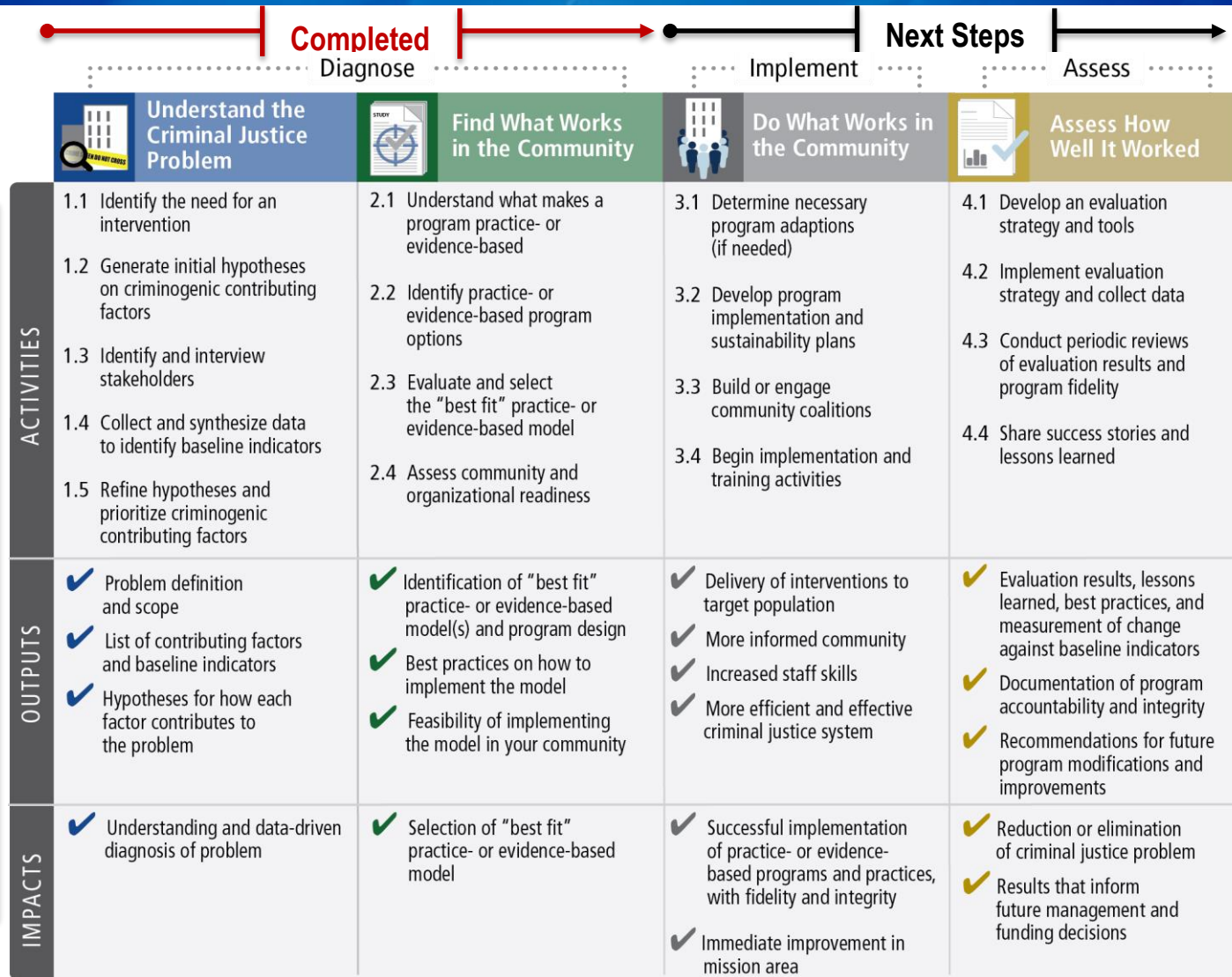
Violent Crime Reduction Roundtable



Durham and the Diagnostic Center completed the Diagnose phase and identified recommendations for change

To complete the *Diagnose* phase, the Diagnostic Center:

- ▶ Collected and analyzed violent crime and gun-related crime data to identify patterns and trends
- ▶ Conducted onsite interviews of criminal justice and community stakeholders
- ▶ Identified training and technical assistance to strengthen strategies for reducing violent crime and gun violence and improving community-police relations



During the Diagnose phase, the Diagnostic Center collected structured data and conducted 50 interviews with stakeholders

The Diagnostic Center conducted interviews and analyzed data to:

- ▶ Develop a baseline understanding of Durham's violent crime and gun violence trends
- ▶ Identify community perspectives and insights on Durham's responses to violence, gun violence and community-police relations
- ▶ Identify Durham's strengths, challenges and areas for improvement

Stakeholder Interviews

Law Enforcement

- ▶ Durham Police Department
- ▶ Durham County Office of the Sheriff
- ▶ Durham District Attorney's Office

City/County/State Government

- ▶ City of Durham
- ▶ Durham County
- ▶ North Carolina Department of Public Safety

Courts

- ▶ Durham County District Court

Non-Profit, Social Services, and Faith-Based Providers

- ▶ Christian Assembly Church
- ▶ Big Brothers Big Sisters of the Triangle
- ▶ John Avery Boys and Girls Club
- ▶ Many Other Organizations

Individual and Small Group Interviews

Law
Enforcement

City/County
Government

Courts

Non-Profit/Faith-
Based Providers

Totals

12

15

10

13



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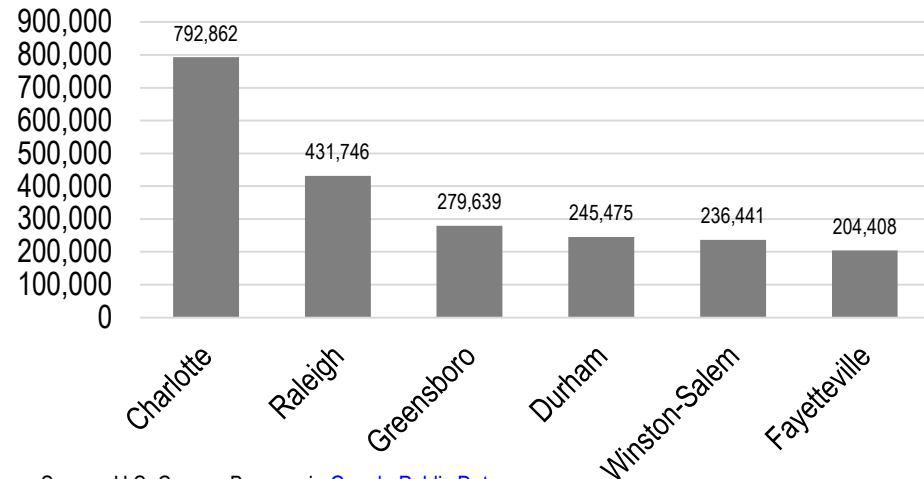


The Diagnostic Center reviewed census data to gain insight into Durham's demographic characteristics

Demographic Overview

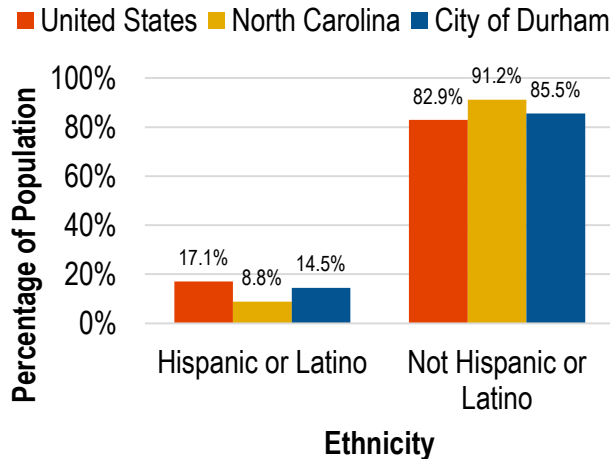
- ▶ Durham is the fourth largest city in North Carolina
- ▶ Durham has a significantly higher proportion of black residents and lower proportion of white residents than both the United States and North Carolina
- ▶ Durham has a higher proportion of Hispanic or Latino residents than North Carolina but a lower proportion than the United States

Population of North Carolina's Largest Cities, 2013



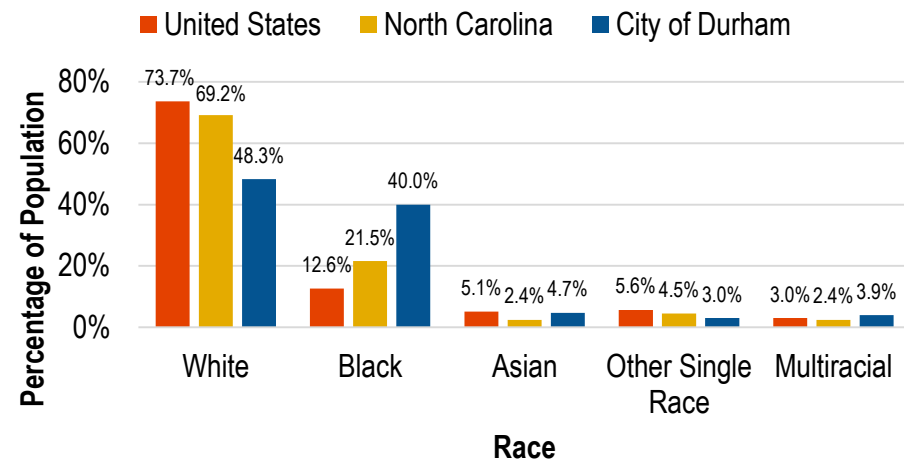
Source: U.S. Census Bureau via [Google Public Data](#)

Population by Ethnicity, 2013 Estimates



Source: [American Community Survey](#)

Population by Race, 2013 Estimates



Source: [American Community Survey](#)

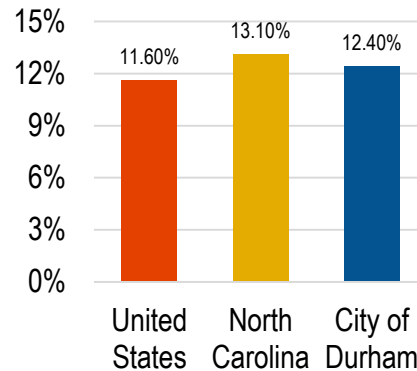


Census data also yielded insight into the socioeconomic characteristics of Durham residents

Socioeconomic Overview

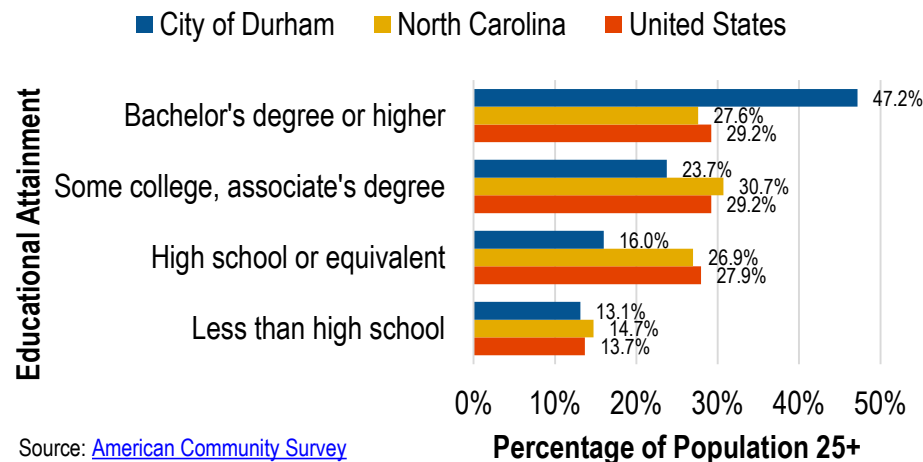
- ▶ Durham residents are far more likely than residents of North Carolina and the United States to have earned a college degree
- ▶ Durham has both a higher poverty rate and a higher proportion of families making more than \$100,000 per year than the United States as a whole

Poverty Rate for Families, 2013 Estimates



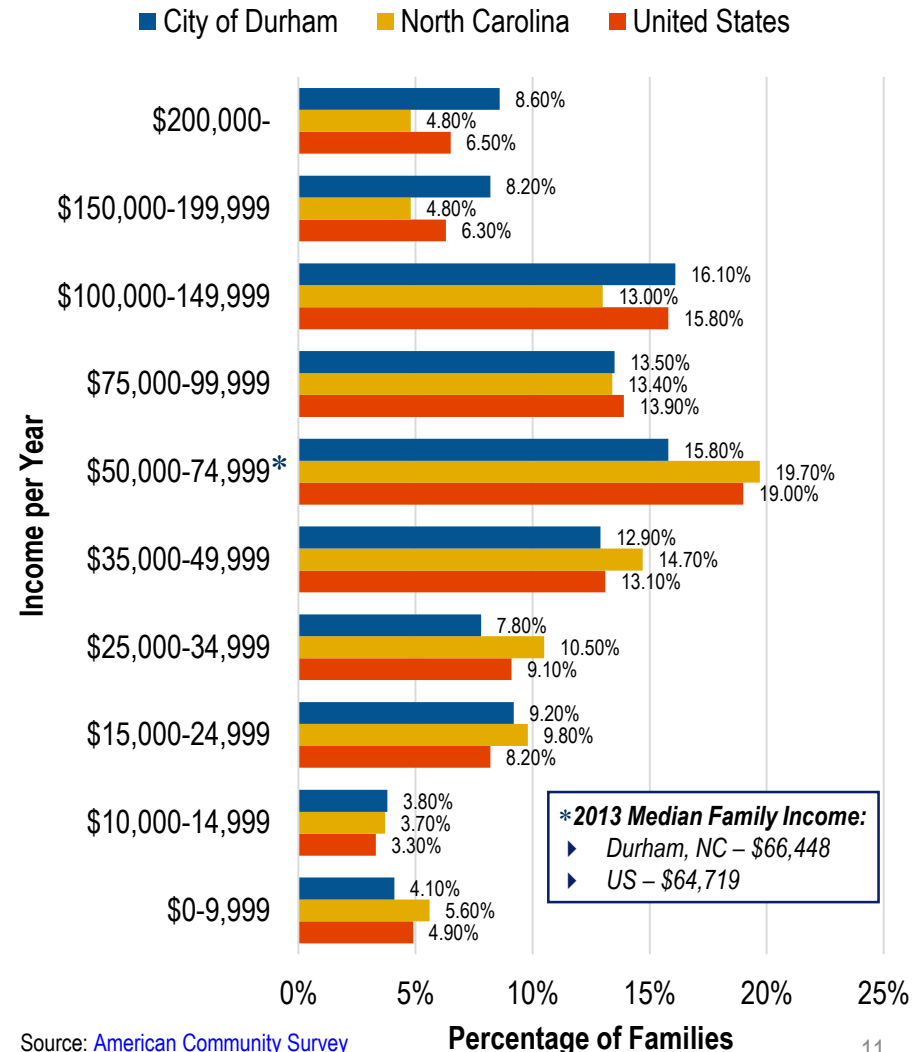
Source: [American Community Survey](#)

Educational Attainment, 2009-2013 Estimates



Source: [American Community Survey](#)

Families by Income Level, 2013 Estimates



***2013 Median Family Income:**

- ▶ Durham, NC – \$66,448
- ▶ US – \$64,719

Source: [American Community Survey](#)



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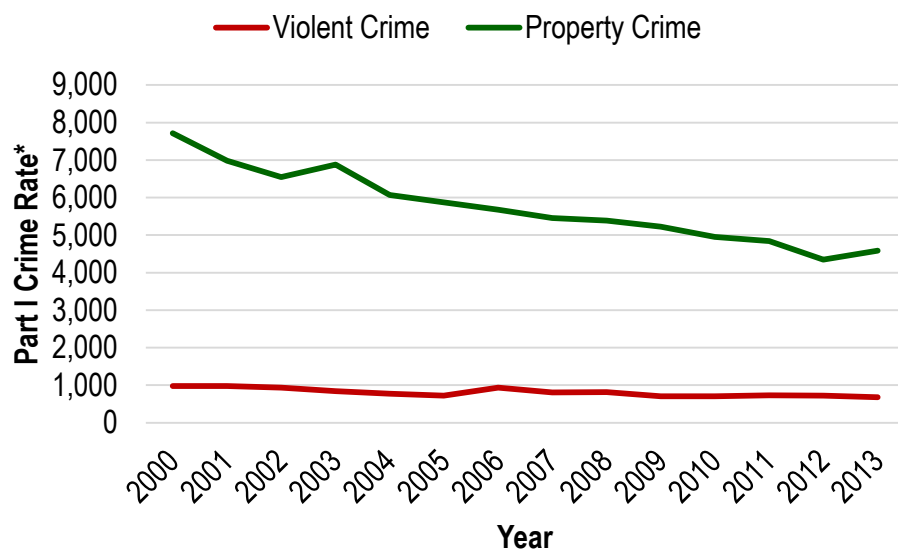


The Diagnostic Center analyzed local crime incident data and found that most forms of crime have declined in recent years

Overall Crime Trends

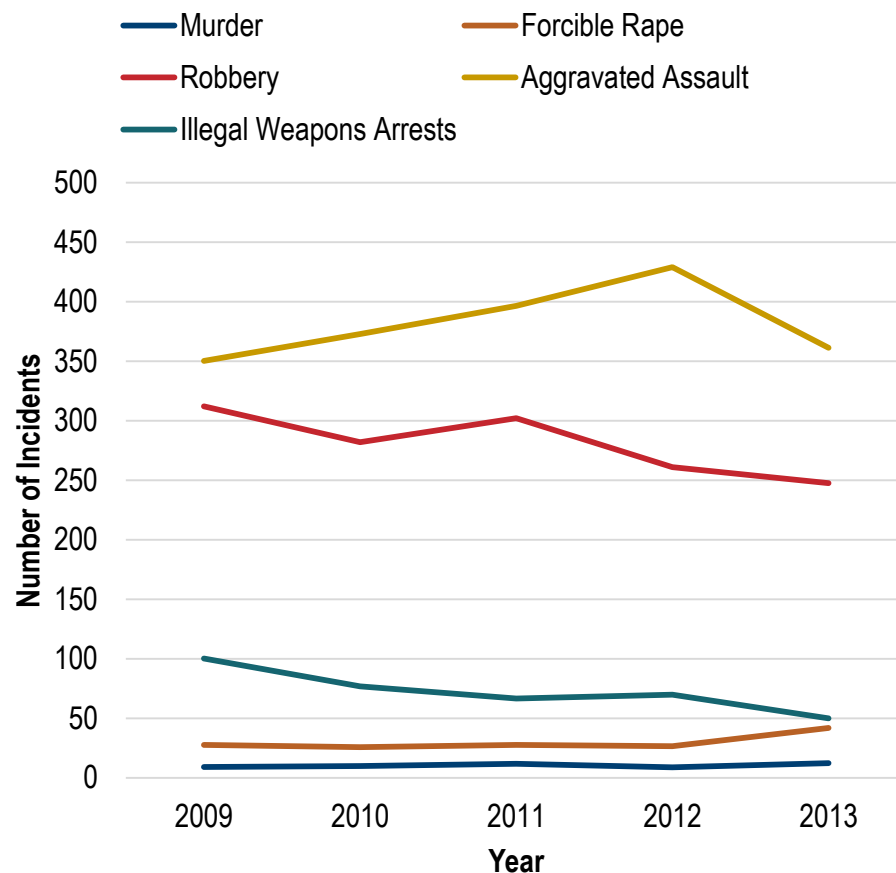
- ▶ From 2000-2013, both violent and property crime rates dropped
- ▶ Durham experienced 30.2% fewer violent crimes and 40.6% fewer property crimes per 100,000 residents in 2013 than in 2000
- ▶ From 2009-2013, robbery and illegal weapons arrests trended downward
- ▶ During the same period, aggravated assault, homicide and forcible rape rates increased

Part I Crime Rate*, 2000-2013



*Rate reflects number of reported incidents per 100,000 population

Violent Crimes and Illegal Weapons Arrests, 2009-2013



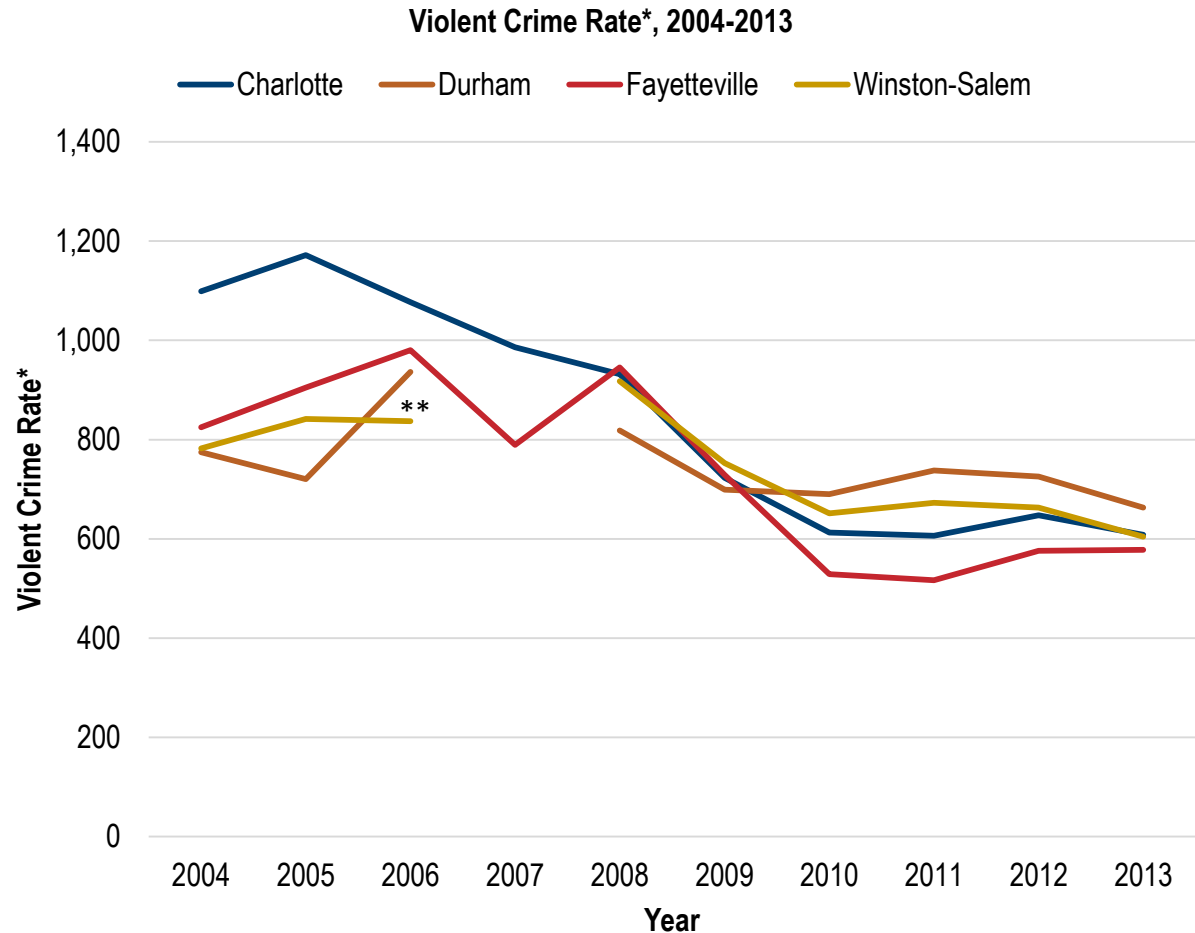
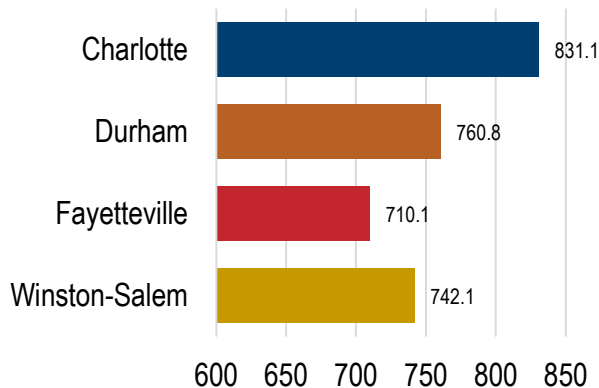
Note: Calculations are based on data from the Durham Police Department, Federal Bureau of Investigation and U.S. Census Bureau.

The analysis also revealed that Durham has violent crime levels similar to those of other large cities in North Carolina

Violent Crime Comparison

- ▶ Like the other three comparison cities, Durham's violent crime rate trended downward from 2004-2013
- ▶ Durham had the highest violent crime rate among the comparison cities in 2013, even though it had the lowest in 2004
 - This is due to progress in the other cities, not to higher violent crime in Durham
- ▶ From 2004-2013, Durham's average violent crime rate was considerably lower than Charlotte's but higher than the other cities

Average Violent Crime Rate*, 2004-2013



*Rates reflect number of reported incidents per 100,000 population

**Data from 2007 are not available for Durham and Winston-Salem

Note: Calculations are based on data from the Durham Police Department, Federal Bureau of Investigation and U.S. Census Bureau.

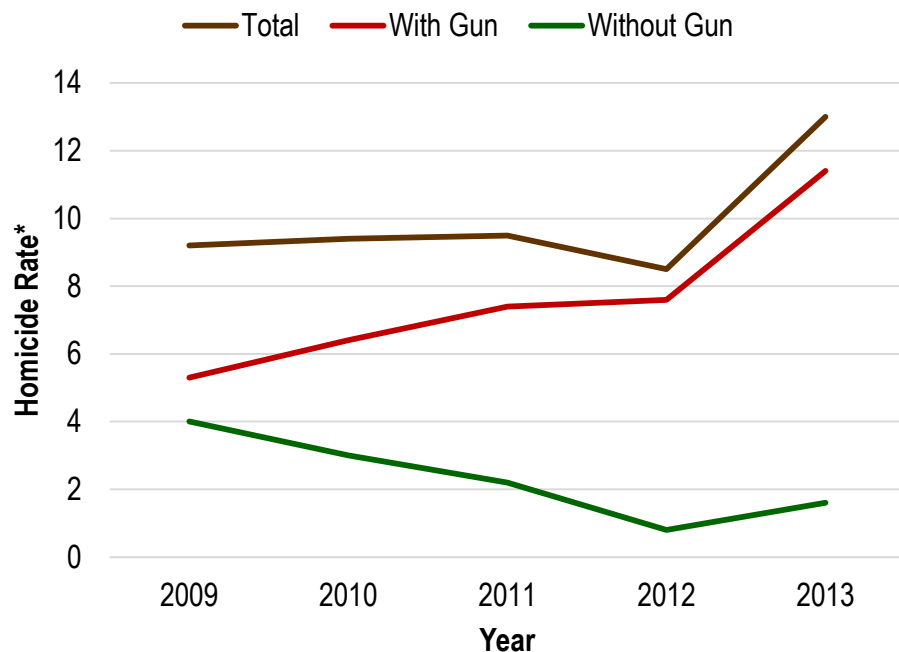


Despite these positive signs, Durham experienced an increase in rates of gun-related homicides and aggravated assaults

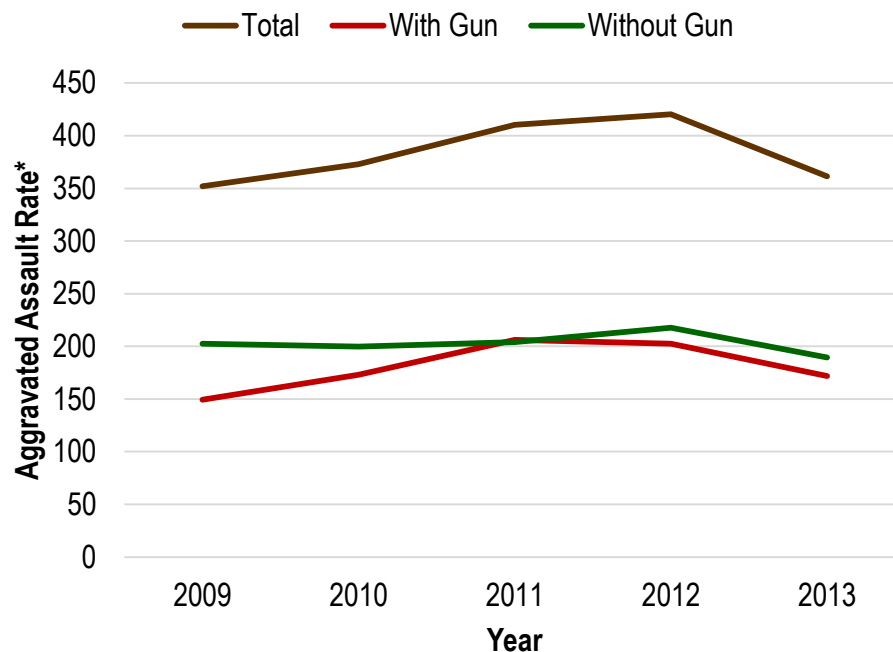
Homicide and Aggravated Assault Trends

- ▶ Overall rates of both homicide and aggravated assault trended upward in Durham from 2009-2013, but rates of homicide and aggravated assault not involving guns trended downward
- ▶ More homicides than aggravated assaults involved guns

Homicide Rate*, 2009-2013



Aggravated Assault Rate*, 2009-2013



*Rates reflect number of reported incidents per 100,000 population

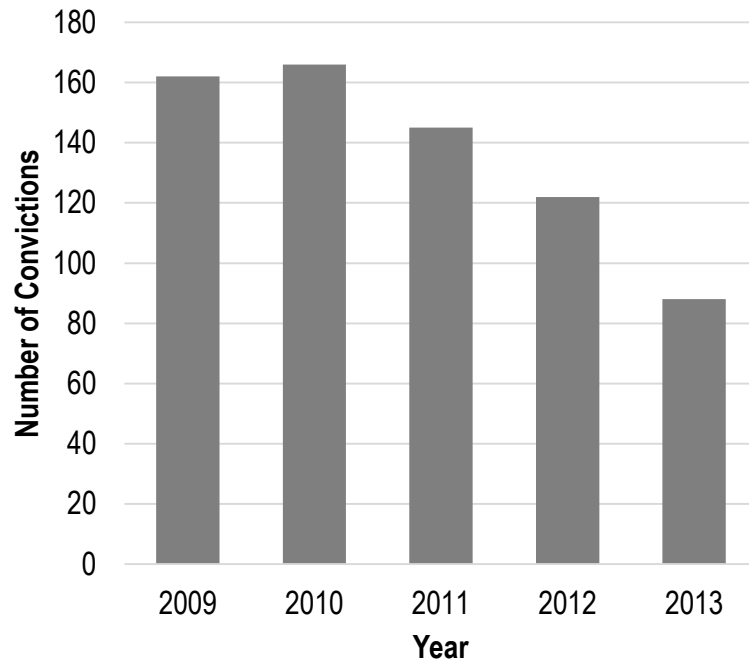


At the same time, convictions in gun-related cases fell by 45 percent and the corresponding conviction rate fell by 22 percent

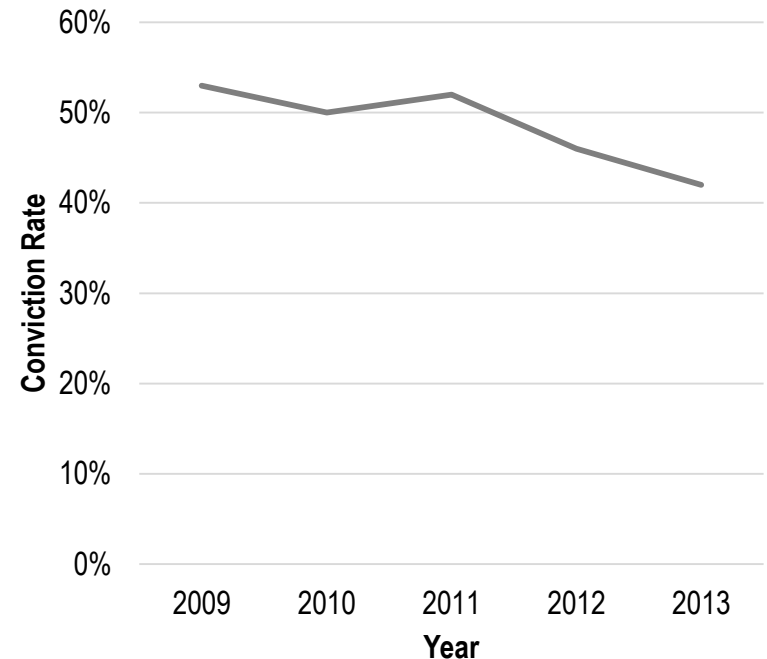
Convictions in Gun-Related Cases

- From 2009-2013, while rates of gun homicide and gun aggravated assault increased, both the number and rate of convictions in gun-related cases decreased

Convictions in Gun-Related Cases, 2009-2013



Conviction Rate in Gun-Related Cases, 2009-2013

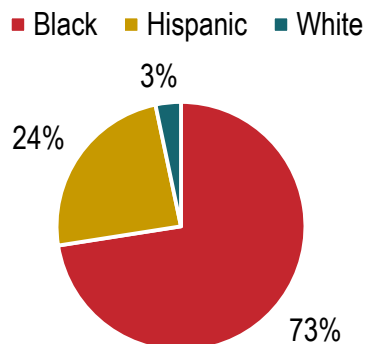


Victims of homicides and aggravated assaults were disproportionately likely to be black males age 15-34

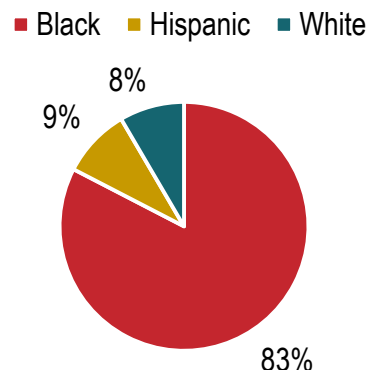
Victims of Homicide and Assault

- From 2009-2012, the average homicide rate* was 41.6 for young black males and 38 for young Hispanic males but only 7.2 for all Durham residents
- From 2009-2012, the average aggravated assault rate for young black males was 6.4 times higher than the rate for all Durham residents

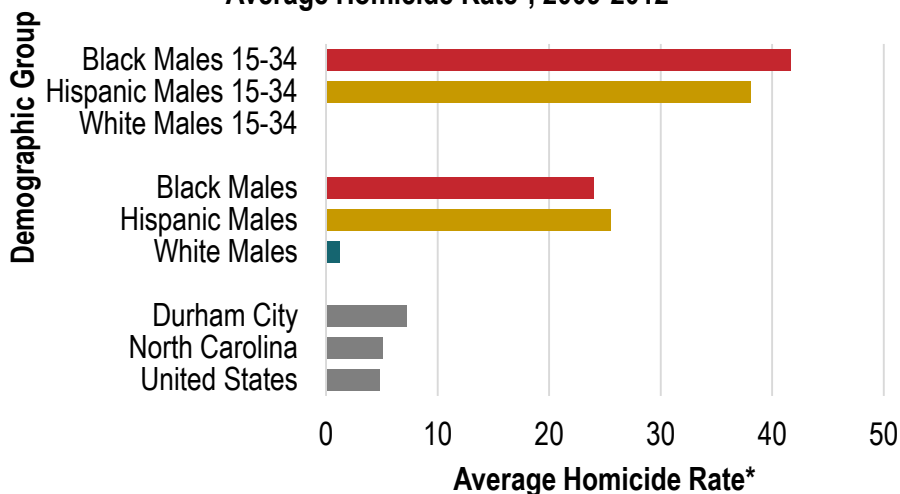
Victim Race, Homicide with Gun, 2009-2013



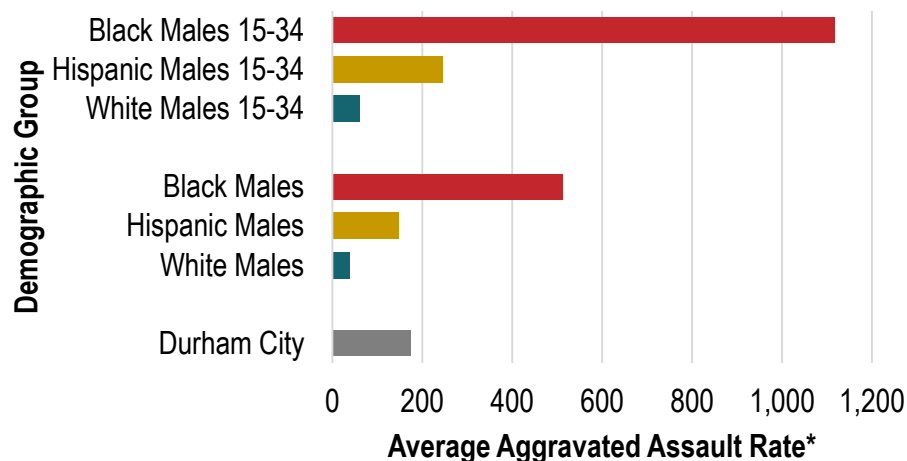
Victim Race, Aggravated Assault with Gun, 2009-2013



Average Homicide Rate*, 2009-2012



Average Aggravated Assault Rate*, 2009-2012



*Rates reflect number of reported incidents per 100,000 population

Note: Calculations are based on data from the Durham Police Department, Federal Bureau of Investigation and U.S. Census Bureau.



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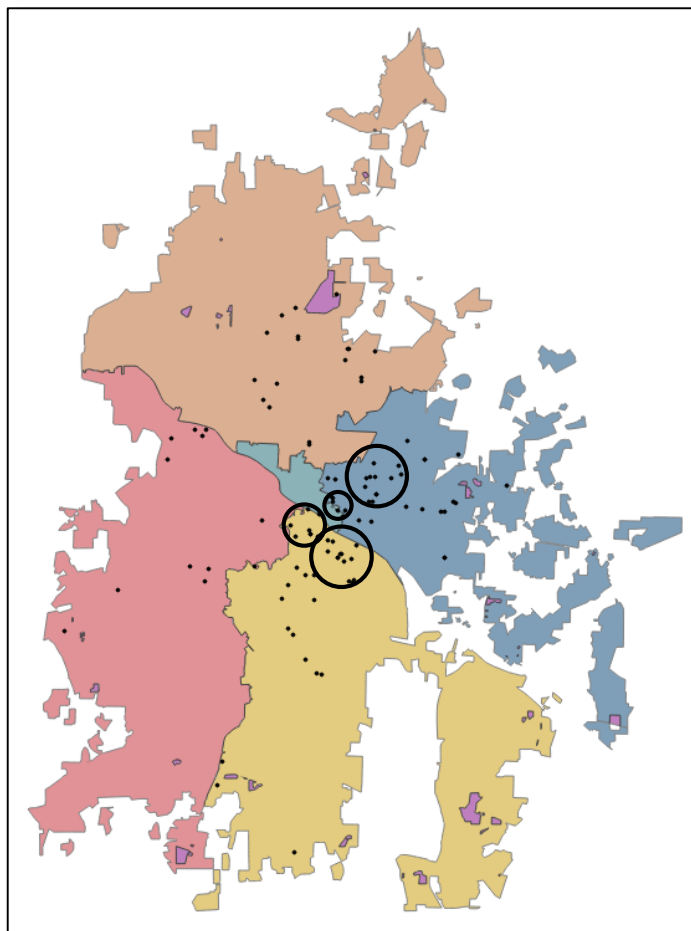


Gun-related homicides and aggravated assaults tend to occur in the same locations

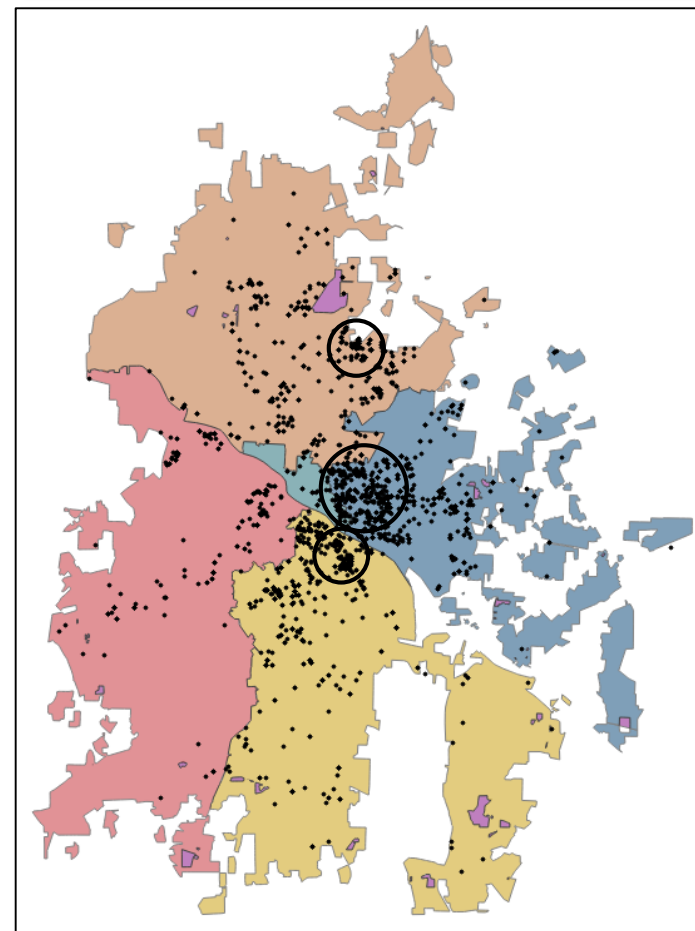
Legend

- Crime Incident
- District 1
- District 2
- District 3
- District 4
- District 5
- Durham County Sheriff's Office

Gun Homicides, 2009-2013



Gun Aggravated Assaults, 2009-2013



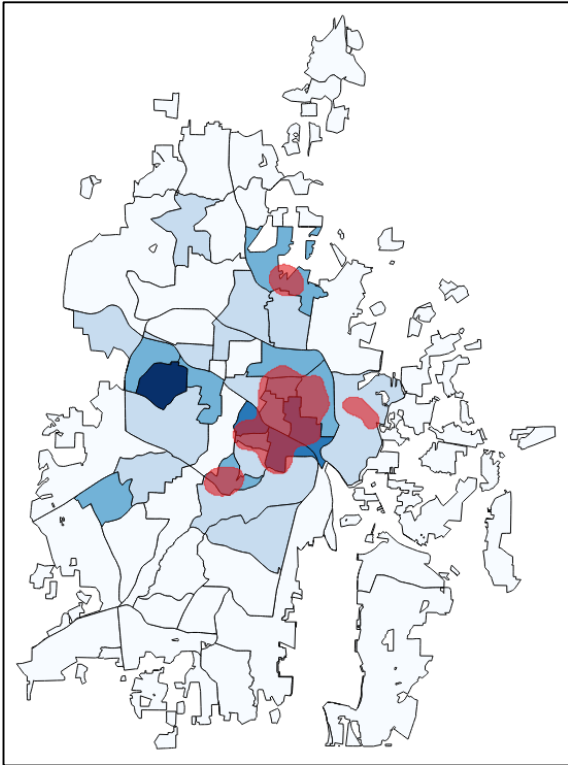
Gun Homicide and Gun Aggravated Assault Counts by Police District, 2009-2013

District	Homicides	Assaults
1	34	856
2	18	579
3	11	200
4	35	626
5	2	85

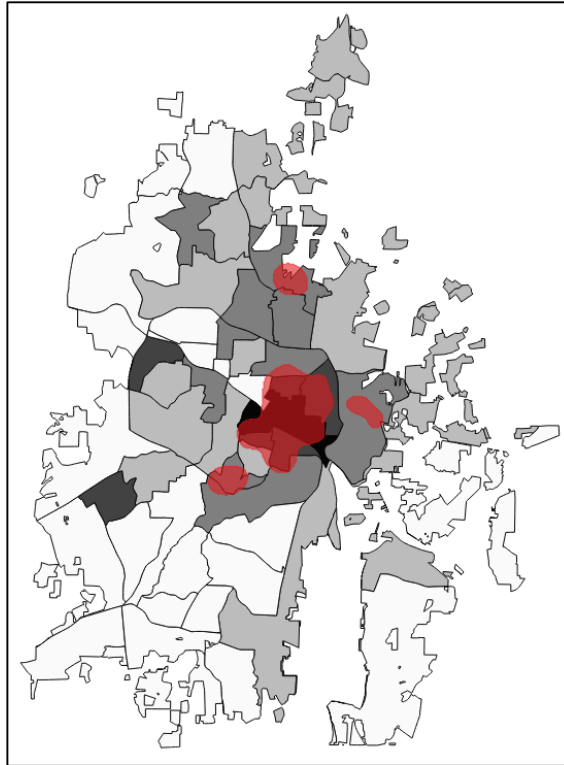


Gun-related homicides and aggravated assaults also tend to occur in the same areas with high poverty rates, low educational attainment and communities of color

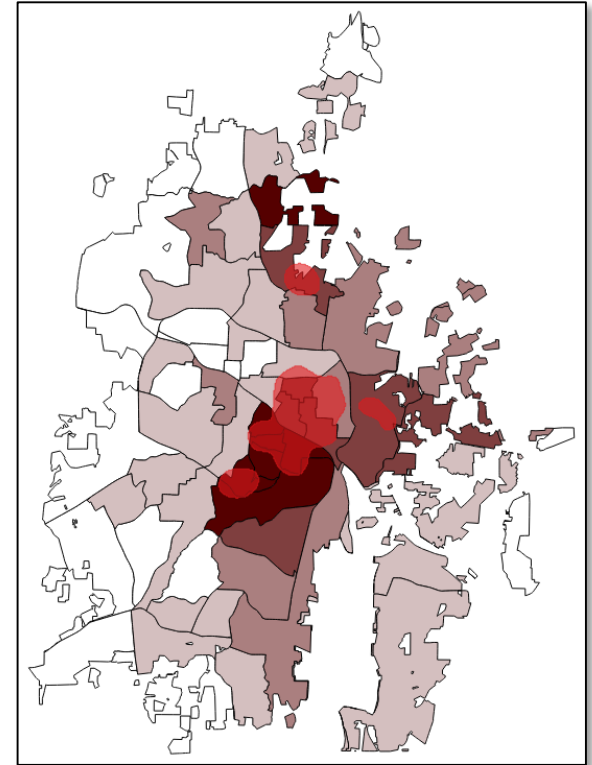
Gun Homicide/Gun Aggravated Assault
Density and Poverty, 2009-2013



Gun Homicide/Gun Aggravated Assault
Density and Education, 2009-2013



Gun Homicide/Gun Aggravated Assault
Density and Race, 2009-2013



■ Highest (Kernel) Density of Gun Homicides and Gun Aggravated Assaults

Percentage of Residents in Poverty
Low High

Percentage of Residents without High School Diploma/GED
Low High

Percentage of Residents Who Are Black
Low High



Note: Maps show the City of Durham subdivided into census tracts. This slide uses census tracts instead of police districts because socioeconomic data were not available at the police district level. The shapes of some census tracts are truncated because they do not align perfectly with city borders; however, this truncation does not affect coloration. Data Source: [American Community Survey 5-Year Estimates](#)

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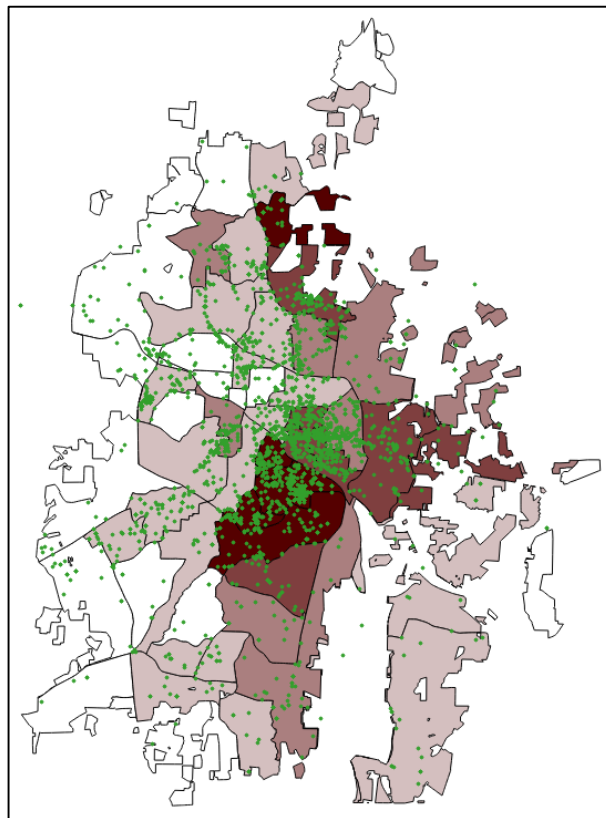
Misdemeanor marijuana arrests also occur in areas with a high percentage of black residents

Marijuana Arrests and Race

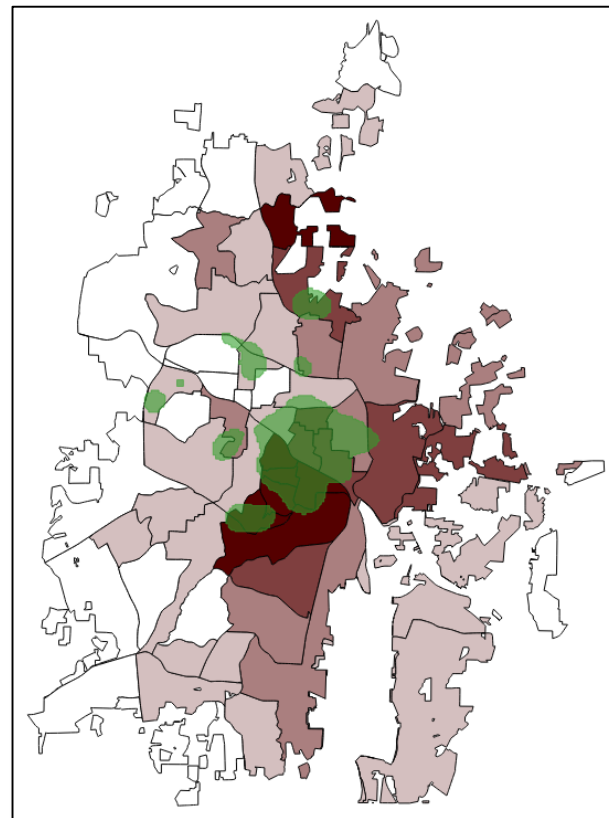
- ▶ National data* indicate little difference in rates of illicit drug use among whites (9.5 percent) and blacks (10.5 percent)
- ▶ Despite this fact, the areas of Durham with the highest density of misdemeanor marijuana arrests also tended to have a high percentage of black residents

*Source: Substance Abuse and Mental Health Services Administration, "Results from the 2013 National Survey on Drug Use and Health: Summary of National Findings," available online at <http://www.samhsa.gov/data/sites/default/files/NSDUHresultsPDFWHTML2013/Web/NSDUHresults2013.pdf>, p. 26.

Adult (16+) Misdemeanor Marijuana Arrests and Race, 2009-2013



Adult (16+) Misdemeanor Marijuana Arrest Density and Race, 2009-2013



● Marijuana Arrest Location

Low  High % Black Residents

 Highest Marijuana Arrest (Kernel) Density

Note: Maps show the City of Durham subdivided into census tracts. This slide uses census tracts instead of police districts because socioeconomic data were not available at the police district level. The shapes of some census tracts are truncated because they do not align perfectly with city borders; however, this truncation does not affect coloration. Data Source: [American Community Survey 5-Year Estimates](#)



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In interviews with the Diagnostic Center, stakeholders described several programs the City has implemented to reduce violent crime

Current/Past Strategies to Address Violence/Gun Violence

Operation Bull's Eye

- ▶ Police/community partnership designed to decrease the number of violent gun crimes in targeted area and improve the quality of life in the community
- ▶ Focuses on a two-square-mile area in North-East Central Durham that encompasses the East Durham Children's Initiative area and much of District 1

Violent Incident Response Team (VIRT)

- ▶ Responds to all violent incidents in Durham
- ▶ Uses crime analysis data and intelligence information to identify problems and develop immediate solutions to stop the violence

Strategies to Abate and Reduce Senseless Violence (S.T.A.R.S.)

- ▶ Discontinued program designed to reduce gun violence and violent crime
- ▶ Component of the Project Safe Neighborhoods (PSN) initiative
- ▶ Involved identifying repeat violent offenders and organizing face-to-face intervention meetings, also known as offender call-ins, with law enforcement officials and community representatives
- ▶ Found to reduce violent, drug and gun-related offenses among participants in a 2009 evaluation conducted by the Center for Youth, Family, and Community Partnerships at the University of North Carolina at Greensboro
- ▶ The DPD currently organizes two offender call-ins per year



Stakeholders also described strengths in Durham's responses to violent crime and community-police relations

Durham Police Department

DPD offers key training programs to its officers

- ▶ All academy graduates complete a Problem-Oriented Policing (POP) project
- ▶ All officers receive Fair and Impartial Policing training

DPD developed a Mental Health Outreach Program and Crisis Intervention Team

- ▶ DPD partners with mental health providers for responding to calls for service with a mental health or substance abuse component, and provides crisis intervention training for new recruits and in-service training

DPD has developed a high-quality Crime Analysis Unit

- ▶ Excellent data analysis capabilities to support crime analysis and decision-making in the department

DPD has developed strong Community Outreach initiatives

- ▶ Durham was named a Top 10 city for National Night Out, an annual event promoting crime prevention, police-community partnerships and community camaraderie
- ▶ DPD participates in Police READS (Reading Enrichment Activities in Durham Schools), where officers read to students in schools
- ▶ DPD provides funding for a YouthBuild worker

City of Durham

Crime has declined significantly since 2000

- ▶ Durham's violent crime rate decreased 30% and its property crime rate decreased 41% from 2000 to 2013
- ▶ In a comparison to four North Carolina cities, Durham's violent crime trends are lower or similar to its peers

Durham has a wide range of social services and community programs to address the needs of residents

- ▶ Examples include the East Durham Children's Initiative, Project BUILD, the Criminal Justice Resource Center and El Centro Hispano

Durham has a large and engaged faith-based community

- ▶ Examples include the Religious Coalition for a Nonviolent Durham and Durham CAN (Congregations, Associations and Neighborhoods)



Despite these positive signs, stakeholders identified several key challenges Durham faces

Key Challenges

Community Barriers

- ▶ Lack of communication and coordination between city leaders/police and service providers on the street
- ▶ Lack of community resources and opportunities in high-poverty areas
- ▶ Lack of coordination and collaboration among organizations and agencies
- ▶ Significant income and educational disparities

Gaps in Responses to Violent Crime

- ▶ Need for a coordinated response bringing together all sectors in the community
- ▶ Lack of proactive, long-term strategies to address gun violence
- ▶ Failure to replace S.T.A.R.S. with an effective program
 - Periodic offender call-ins not seen as successful and particularly lacking in community involvement
- ▶ Concern over the increasing organization of gangs and their role in gun violence

Limitations of the VCRR

- ▶ Limited membership (mostly representatives of law enforcement and criminal justice agencies)
- ▶ Lack of transparency; few community members are aware of the group or its purpose
- ▶ No mission or clear purpose

Perceived Poor Image of DPD in Media

- ▶ DPD personnel and others in the community perceive DPD is presented in a negative light by local media
- ▶ Specific perceptions include the following:
 - DPD consistently gets negative press, including an inordinate amount of attention to a small number of events
 - Local media do not cover DPD's positive activities
 - Local media do not cover stories about declining crime and violence
- ▶ DPD is hiring a public information officer (PIO) to improve public/media relations



Despite these positive signs, stakeholders identified several key challenges Durham faces

Key Challenges (continued)

Differing Perceptions between Police and Community

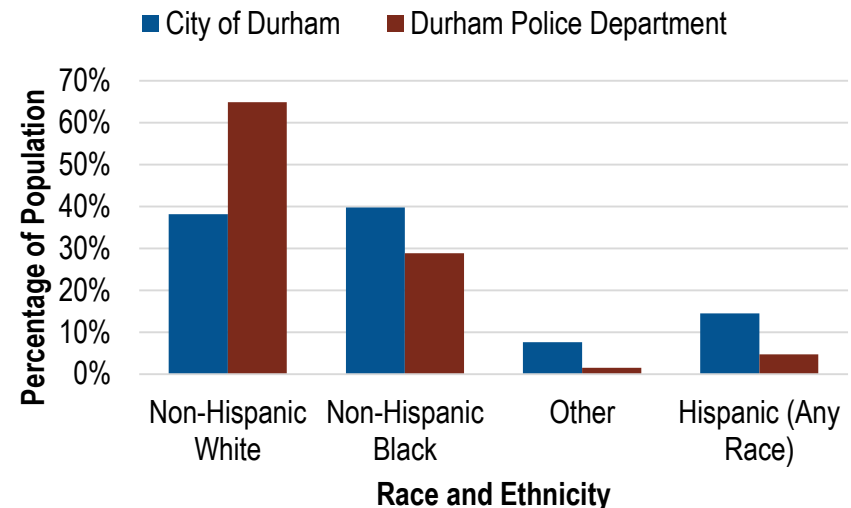
Police

- ▶ Citizens, particularly from minority communities, do not understand the job of the DPD
- ▶ Minority communities fail to understand why there is heavier enforcement in higher crime neighborhoods
- ▶ DPD's relationship with the minority community is improving

Community

- ▶ Police do not leave their cars and engage with the community enough
- ▶ Police scrutinize young black men more than others for marijuana possession and often try to "bait" them into confrontations
- ▶ DPD's priorities result in disparate impacts on communities of color
- ▶ DPD's racial/ethnic composition does not match the community's
 - This mismatch may not be as skewed as perceived—see chart at right

Populations by Race and Ethnicity



Source: [American Community Survey](#) and Durham Police Department (2015)

Racial and Ethnic Diversity

- ▶ DPD is whiter than Durham as a whole, but it has a meaningful level of diversity within its ranks
- ▶ Less than 2/3 of DPD personnel are non-Hispanic whites
- ▶ About 29% of DPD personnel are black
- ▶ Only a little more than half of DPD personnel above the rank of Lieutenant are non-Hispanic white
- ▶ DPD recruits are slightly less diverse than DPD as a whole



Based on the data and interviews, the Diagnostic Center identified factors that contribute to Durham's public safety challenges

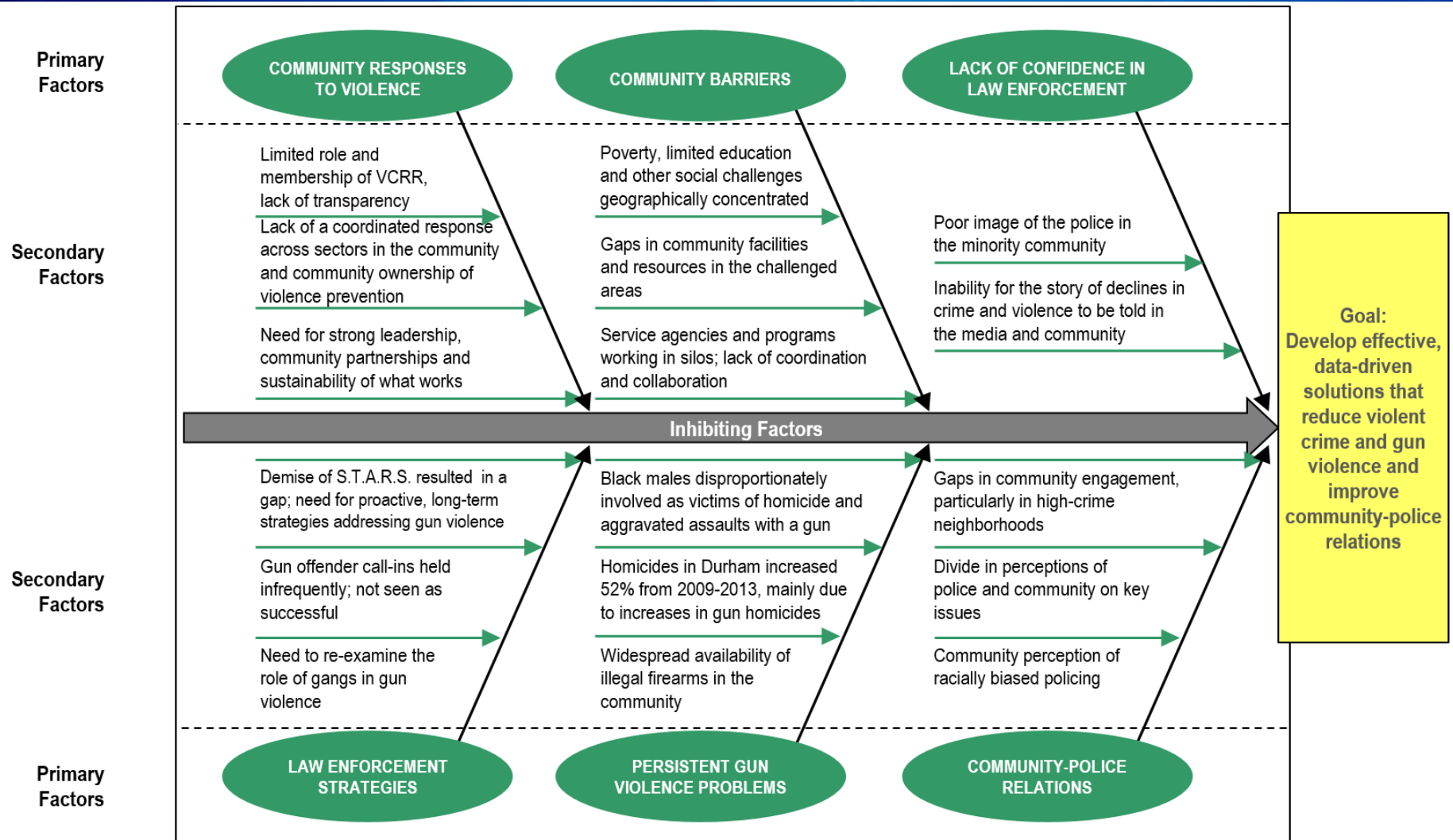
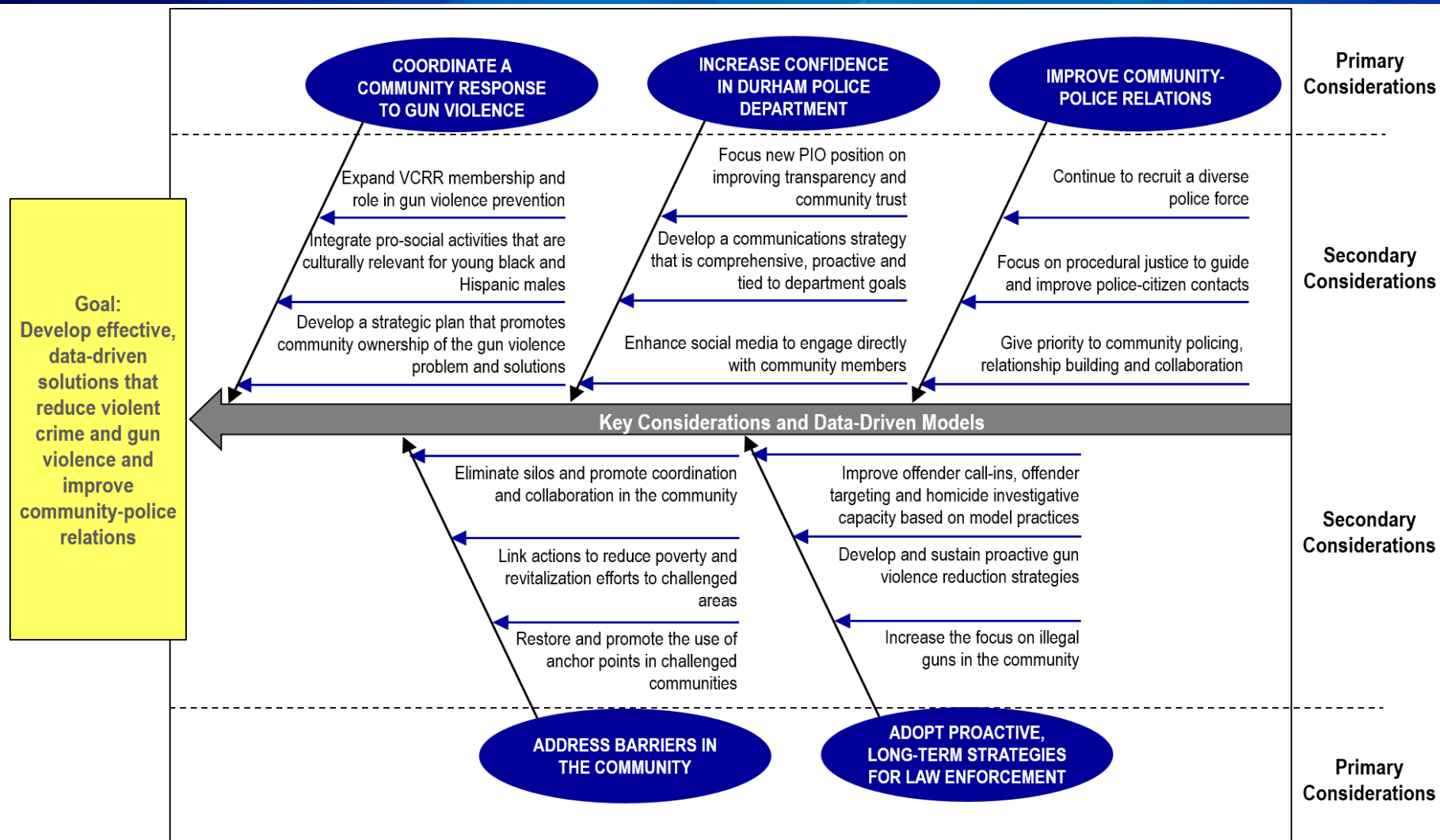


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The Diagnostic Center identified model practices to address the contributing factors revealed in the Diagnose phase



The Diagnostic Center identified several model programs for gun violence reduction and youth violence prevention

Gun Violence Reduction Strategies

Strategy Model Programs

Using POP Approaches in Persistent Hot Spots

Boston Smart Policing Initiative

Targeting Offenders in Persistent Hot Spots

Los Angeles Smart Policing Initiative

Public Health/Using Violence Interrupters

Cure Violence (Chicago)

Focused Deterrence

Kansas City Smart Policing Initiative

Indianapolis Violence Reduction Partnership

Operation Ceasefire (Boston)

Source: CrimeSolutions.GOV,
SmartPolicingInitiatives.com

Youth Violence Prevention Programs

Aggressors, Victims and Bystanders: Thinking and Acting to Prevent Violence

A curriculum designed to prevent violence and inappropriate aggression among middle school youth, particularly those living in environments with high rates of exposure to violence.

Communities That Care (CTC)

A community-level intervention that mobilizes stakeholders to collaborate on selecting and implementing evidence-based prevention programs designed to prevent youth problem behaviors, such as substance abuse and delinquency.

Curriculum Based Support Group Program

A support group intervention designed to increase resiliency and reduce risk factors among children and youth ages 4-17 who are identified as being at an elevated risk for early substance use and future delinquency and violence.

Multisystemic Therapy® (MST®)

A juvenile crime prevention program to enhance parenting skills and provide intensive family therapy to troubled teens and delinquent teens that empower youth to cope with the family, peer, school and neighborhood problems they encounter—in ways that promote pro-social behavior while decreasing youth violence and other antisocial behaviors.

SANKOFA Youth Violence Prevention Program

A strengths-based, culturally-tailored preventive intervention for African-American adolescents ages 13-19. The goal is to equip youth with the knowledge, attitudes, skills, confidence and motivation to minimize their risk for involvement in violence, victimization due to violence and other negative behaviors.

Source: *Substance Abuse and Mental Health Services Administration's National Registry of Evidence-Based Programs and Practices, Blueprints for Healthy Youth Development*

In line with the model practices, principles of procedural justice can build community trust and enhance police accountability

Key Components of Procedural Justice*

- ▶ **Voice** – perception that the community member's side of the story has been heard
- ▶ **Respect** – perception that police officers treat community members with dignity and respect
- ▶ **Neutrality** – perception that the decision-making process is unbiased and trustworthy
- ▶ **Understanding** – perception that community members comprehend the process and how decisions are made
- ▶ **Helpfulness** – perception that system players are interested in each person's personal situation to the extent that the law allows

Guiding Principles for Police-Citizen Contacts**

- ▶ Allow for citizen participation (give individuals the opportunity to state their case)
- ▶ Demonstrate fairness and neutrality
- ▶ Treat people with dignity and respect
- ▶ Demonstrate trustworthiness

- ▶ Every police-citizen contact is an opportunity to build public confidence in police, or alternatively, to cause tension and erode public trust.***
- ▶ Research shows that people who perceive they are treated fairly and respectfully by police report positive impressions of law enforcement even if the interaction results in a sanction.****
- ▶ Police agencies must also model principles of procedural justice in how officers are treated within the organization.

*Horowitz, Jake. "Making every encounter count: Building trust and confidence in the police." *NIJ Journal*, (2007): 8-11.

**Tyler, Tom R. and Jeff Fagan. "Legitimacy and cooperation: Why do people help the police fight crime in their communities?" *Ohio State Journal of Criminal Law*, 6 (2008), 231-275.

***Tyler, T. R. "Why people obey the law." New Haven: *Yale University Press* (1990).

****Mazerolle, L., Antrobus E., Bennett, S., and Tyler, T.R. "Shaping citizen perceptions of police legitimacy: A randomized field trial of procedural justice." *Criminology*, 51, 33-63



Using these model practices and examples, the Diagnostic Center prepared several recommendations for Durham

Factor #1: A coordinated community response to gun violence	
Strategic Improvement	The VCRR should expand its membership and role in gun violence prevention by developing a shared mission, creating a strategic plan for addressing gun violence, gaining community ownership of the problem and solutions and tracking progress and outcomes.
Model Practices	<ul style="list-style-type: none"> ▶ Expand VCRR membership to include representatives of key sectors in the community (e.g., law enforcement, prosecution and courts, prevention and intervention, social services, parks and recreation, faith-based groups, schools, and Partners Against Crime [PACs]). Identify a strong community leader and champion for gun violence prevention. ▶ Develop a community-based strategic plan for gun violence prevention with the help of a neutral facilitator. Use data to understand the problem, integrate evidence-based strategies and create performance measures. Coordinate with existing federal resources/programs in Durham (e.g., PSN and Byrne Criminal Justice Innovation [BCJI]). Seek community input and be transparent. ▶ Consider using a public health framework that fosters an inclusive, multi-disciplinary approach to violence prevention. Ask organizations such as East Durham Children's Initiative or Boys and Girls Club to consider implementing model violence prevention programs identified on slide 30. ▶ Integrate pro-social strategies, such as My Brothers Keeper, that are culturally relevant and focus on leadership development, mentoring programs and job development for young black and Hispanic males.
Factor #2: Community confidence in DPD	
Strategic Improvement	DPD should develop a comprehensive communications strategy to guide the work of the public information officer, improve department transparency and build greater trust within the community.
Model Practices	<ul style="list-style-type: none"> ▶ Focus the public information officer on improving communication with local media, building connections and trust with the community and improving department transparency. ▶ Develop a comprehensive communications strategy that is proactive, multi-dimensional and tied directly to the department's overall goals and objectives. Include outreach strategies to minority communities. ▶ Focus on the effective use of traditional media (e.g., news media, speeches, formal reports, videos, radio talk shows) and emphasize the use of social media to directly engage and communicate with community members. ▶ When serious incidents occur, communicate with citizens and the media swiftly, openly and neutrally, respecting areas where the law requires confidentiality.

Recommendations (continued)

Factor #3: Long-term, proactive law enforcement strategies to address gun violence	
Strategic Improvement	DPD should develop proactive, long-term violence reduction strategies integrating evidence-based practices and principles of community policing and collaboration.
Model Practices	<ul style="list-style-type: none"> ▶ Based on data and a solid understanding of gun violence, develop proactive strategies using evidence-based (model) practices, measure the performance of the strategies and sustain successful strategies in the long-term. Solicit community input and involvement. ▶ Enhance efforts to identify and track Durham's most prolific violent offenders and link with proactive intervention strategies. ▶ Reassess the Department's commitment to the use of gun offender call-ins and the S.T.A.R.S. program. If call-ins continue, examine model practices and how they should be integrated into DPD's efforts. ▶ Improve the homicide clearance rate through more effective investigative processes and accountability structures. Although DPD's homicide clearance rate is similar to the national average (66% vs 64% respectively), the persistence of gun violence indicates DPD could benefit from efforts to improve in this area. ▶ Increase the focus on illegal guns in the community. Consider increasing the use of ATF's gun tracing center for detecting patterns in the source and types of crime guns found in Durham and identifying potential gun traffickers. See https://www.atf.gov/publications/factsheets/factsheet-national-tracing-center.html. Another strategy is the St. Louis Consent to Search program (see https://www.ncjrs.gov/pdffiles1/nij/191332.pdf), a community-based program that provides assistance to parents with concerns about their children's involvement in gun violence. ▶ Reexamine the role of gangs in gun violence and determine if they should receive more attention. ▶ Increase federal involvement by inviting the U.S. Attorney to play a larger role in strategy development.



Recommendations (continued)

Factor #4: Community-police relations	
Strategic Improvement	DPD should give priority to community engagement and collaboration and integrate principles of community policing at all levels of the department.
Model Practices	<ul style="list-style-type: none"> ▶ Make community policing a department priority and express it through management actions and officer performance evaluations. Provide support for patrol officers to engage the community and build relationships. ▶ Build on Fair and Impartial Policing training by integrating community policing and procedural justice/police legitimacy into academy and in-service training. Link current training/projects on POP strategies to efforts in high-crime areas to address safety problems. ▶ Expand the Citizens Police Academy and police ride-along programs to educate community members on the role of police. ▶ Enhance efforts to engage the faith-based community and encourage partnerships in violence prevention. ▶ Continue to recruit a diverse police force by developing relationships with middle and high schools, community colleges and universities. ▶ In order to address bias policing issues, undergo additional analysis, training and technical assistance through the Diagnostic Center's National Initiative for Building Community Trust and Justice.
Factor #5: Barriers in the community	
Strategic Improvement	The City of Durham should focus resources on community infrastructure gaps, promote coordination and collaboration to enhance existing services and programs and encourage revitalization and redevelopment in the challenged areas.
Model Practices	<ul style="list-style-type: none"> ▶ Restore the infrastructure of community anchor points (e.g., parks, recreational facilities, community centers) and promote the use of these anchor points by local residents to assist in the development of pro-social opportunities and personal investment in the community. ▶ Promote coordination and collaboration among city leaders, service providers and community organizations in the challenged areas; get organizations and agencies beyond their silos and working together; develop an inventory of available services and make it accessible to police officers and service providers in the field. ▶ Mobilize community agencies and organizations to focus on youth violence prevention by implementing culturally appropriate, evidence-based practices and programs for citizens in the challenged areas. ▶ Link the Mayor's Initiative and actions to reduce poverty and the Department of Housing and Urban Development's Choice Neighborhoods grant to revitalize public housing and the surrounding distressed neighborhoods to the public safety initiatives in the challenged areas. ▶ Identify three or four clusters of city blocks located in the challenged areas and target them for revitalization and redevelopment.

As Durham takes action to improve community-police relations and reduce gun-related crime, it should continue to monitor data

Data Type	Baseline Indicators	Baseline Data Points	Indicators of Positive Change
Complaints about Police-Citizen Interactions	<ul style="list-style-type: none"> ▶ Collect data on citizen complaints and processing to analyze and monitor trends ▶ Collect data on history and location of citizen complaints to identify patterns and frequency ▶ Monitor trends in use of force 	<ul style="list-style-type: none"> ▶ Number of complaints by type, district and squad ▶ Nature of event that generated complaints ▶ Number and type of complaint outcomes, including discipline ▶ Complete descriptive data on use of force (district, TOD, shift, officer, etc.) 	<ul style="list-style-type: none"> ▶ Decrease in reported crime, measured in 911 calls for shots fired ▶ Decreases in violent crime, specifically gun crime ▶ Increases in recovered guns ▶ Increases in clearance of gun crimes ▶ Decrease in citizen complaints ▶ Identification of: <ul style="list-style-type: none"> - Specific patterns in complaint review - High-risk officers
Complainants	<ul style="list-style-type: none"> ▶ Analyze and monitor trends in citizen complaints ▶ Analyze and monitor trends in citizen supportive actions 	<ul style="list-style-type: none"> ▶ Complainant information and nature of incident that generated complaint ▶ Identify the 10 types of calls for service that generate the most complaints 	
Crime Patterns and Trends	<ul style="list-style-type: none"> ▶ Collect data on violent crime trends by place, nature and outcome ▶ Examine case processing results from 911 call through conviction ▶ Examine patterns of violent crime committed by individuals on probation, parole or warrant status 	<ul style="list-style-type: none"> ▶ Geospatial analysis of violent crime and crime with guns ▶ Arrest and clearance patterns ▶ 911 calls for shots fired by time and space 	
Department and Community Perceptions	<ul style="list-style-type: none"> ▶ Collect data on officer perceptions of crime and community ▶ Collect data on citizen perceptions of crime, community and the police 	<ul style="list-style-type: none"> ▶ Survey officers and supervisors regarding their perceptions of crime and community perceptions of the DPD ▶ Survey community members (perhaps in targeted neighborhoods) regarding their perceptions of police and crime trends 	



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The Diagnostic Center proposes training and technical assistance to address violent crime and improve community-police relations

Training and Technical Assistance Plan

Coordinated Response to Gun Violence

Overview: Enhance the work of the Violent Crime Reduction Roundtable by providing technical assistance through a neutral facilitator who will work with VCRR to create a strategic plan for addressing gun violence and gaining community-wide ownership of the problem and solutions.

Community Confidence in DPD

Overview: Build capacity to improve DPD's communication with local media and increase transparency and community trust through technical assistance designed to define the work of DPD's public information officer and integrate strategic communications into the department.

Long-Term, Proactive Law Enforcement

Overview: Build capacity for DPD to sustain proactive law enforcement strategies by leveraging peer-to-peer relationships with police departments that have successfully deployed model gun violence reduction programs and enhanced homicide investigative capacity.

Community-police Relations

Overview: Build capacity to expand community engagement and integrate community policing at all levels by leveraging peer-to-peer relationships with police departments that have:

- ▶ Successfully integrated community policing, collaboration and procedural justice training in the department.
- ▶ Created a successful and ongoing relationship with the faith-based community.



TTA Topic #1: Coordinated Response to Gun Violence

The City of Durham can receive technical assistance to facilitate strategic planning for the creation of a coordinated community response to gun violence.

1 Technical Assistance to Improve Strategic Planning

Technical assistance will be provided by an expert in strategic planning, collective problem solving, criminal justice analysis and violent crime reduction strategies. Technical assistance will help build capacity within VCRR to engage in strategic planning and develop and implement a comprehensive plan for preventing gun violence. The plan will be based on a data-driven understanding of the problem, integrate community input, identify evidence-based practices that fit the local context and create performance measures to be tracked over time.

- ▶ **Potential Training Provider:** North Carolina Network for Safe Communities, University of North Carolina at Greensboro
- ▶ **Target Audience:** VCRR, expanded membership



TTA Topic #2: Community Confidence in DPD

DPD can receive technical assistance to develop and integrate a strategic communications plan.

1 Technical Assistance on Strategic Communications

Technical assistance will be provided by an expert in law enforcement communications. Technical assistance will build capacity within DPD to develop a strategic communications plan for improving communications with local media; enhancing community understanding of police work and crime prevention practices; promoting DPD's positive outreach initiatives and successes in crime reduction; and improving department transparency and community trust.

► **Potential Training Provider:** TBD

► **Target Audience:** DPD (command staff and public information officer) and City communications staff



TTA Topic #3: Long-Term, Proactive Law Enforcement

DPD can receive technical assistance on long-term, proactive law enforcement strategies.

1

Peer-to-Peer Relationships Focused on Long-Term, Proactive Law Enforcement Strategies

The Diagnostic Center will identify law enforcement agencies that have implemented successful evidence-based strategies for addressing gun violence. The peer exchange will create an opportunity for DPD to learn from other police agencies' successful and sustainable proactive approaches, including focused deterrence, hot spot policing in micro-locations, offender strategies for targeting the most prolific violent offenders and multi-strategy, community-based approaches. One potential agency includes the Boston Police Department, which has reduced violent crime by using POP approaches in micro-hot spots. Another potential peer agency is the Kansas City Police Department, which has reduced homicides by creating a collaborative partnership to oversee the use of social network analysis for identifying individuals involved in social deviance and employing focused deterrence strategies. A third potential peer agency is the Los Angeles Police Department, which reduced gun violence by focusing enforcement strategies on violent offenders in hot spot areas based on the creation of criteria and detailed information contained in chronic offender bulletins.

- ▶ **Potential Training Provider:** Technical assistance will be provided by peer agencies that have implemented successful evidence-based strategies to reduce gun violence.
- ▶ **Target Audience:** DPD, VCRR

2

Peer-to-Peer Relationships Focused on Homicide Investigative Capacity

The Diagnostic Center will identify law enforcement agencies that have implemented evidence-based strategies for improving homicide investigations and clearance rates. Potential peer agencies include: the Boston Police Department, which has studied and tested improved investigative processes for improving homicide clearance rates; the Richmond (VA) Police Department, which has implemented the Comprehensive Integrated Approach to Homicide Investigations; and the Chicago Police Department, which uses social network analysis to identify violent offenders and reduce and clear homicides.

- ▶ **Potential Training Provider:** Technical assistance will be provided by peer agencies that have implemented successful evidence-based strategies to improve homicide clearance rates.
- ▶ **Target Audience:** DPD, VCRR



TTA Topic #4: Community-Police relations

DPD can receive technical assistance on community-police relations.

1 Peer-to-Peer Relationship Focused on Community Policing and Collaboration

The Diagnostic Center will identify potential law enforcement agencies that have implemented successful strategies in community policing and collaboration. The peer exchange will create an opportunity for DPD to learn from other police agencies' successful efforts to build community relationships and collaborative approaches to violence reduction. Potential peer agencies could include the Boston Police Department, which has numerous examples of patrol officers engaging with the community and forming collaborative approaches to address neighborhood problems. Another potential agency is the Las Vegas Metropolitan Police Department, which has sustained a successful police-community collaboration in one high crime neighborhood for a decade.

- ▶ **Potential Training Provider:** Technical assistance will be provided by peer agencies that have implemented successful strategies in community policing and collaboration.
- ▶ **Target Audience:** DPD, community organizations and leaders, city officials

2 Peer-to-Peer Relationship Focused on Engagement with the Faith-based Community

The Diagnostic Center will identify potential law enforcement agencies that have implemented successful engagement practices and relationship building with the faith-based community. The peer exchange will create an opportunity for DPD to learn from other police agencies' successful proactive approaches to engaging and working with the faith community. Potential peer agencies could include the Indio (CA) Police Department, which has formed a successful relationship and collaborative practices with faith leaders and faith-based groups in the community.

- ▶ **Potential Training Provider:** Technical assistance will be provided by peer agencies that have implemented successful engagement practices and relationship building with the faith-based community.
- ▶ **Target Audience:** DPD, faith organizations and leaders



TTA Topic #4: Community-Police Relations

3

Peer-to-Peer Relationship Focused on Procedural Justice/Police Legitimacy Training

The Diagnostic Center will identify potential law enforcement agencies that have implemented successful training in procedural justice and police legitimacy. Procedural justice is defined as treating citizens fairly and with respect as human beings. Legitimacy is described as what the police receive in return: a public that views them as entitled to exercise authority in order to maintain order, manage conflicts and resolve problems in the community. The peer exchange will create an opportunity for DPD to learn from other police agencies' efforts to improve the relationship between the police department and the community it serves through procedural justice training. A potential peer agency includes the Chicago Police Department which developed procedural justice curriculum, trained all its officers in the program and had the training evaluated. The evaluation results were presented in a 2014 article in the *Journal of Experimental Criminology*.*

- ▶ **Potential Training Provider:** Technical assistance will be provided by peer agencies that have implemented successful training in procedural justice.
- ▶ **Target Audience:** All DPD officers



*Skogan, Wesley G., Maarten Van Craen, and Cari Hennessy. "Training police for procedural justice." *Journal of Experimental Criminology* (2014): 1-16.

Next Steps and Contact Information

Next Steps

- ▶ Develop an implementation plan based on the priorities Durham selects
- ▶ Identify specific training and technical assistance to support an implementation plan

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